

# Community Development Block Grant Annual Action Plan 2026

FINAL DRAFT – 05.13.2026

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# Executive Summary

## AP-05 Executive Summary - 24 CFR 91.200(c), 91.220(b)

### 1. Introduction

The City of Appleton's primary goal for the CDBG program is to "create a thriving urban community through the provision of assistance to low- and moderate-income households in the forms of basic shelter, affordable housing opportunities, expanded economic opportunities, suitable living environments, and supportive services for residential, financial, and social stability." This Annual Action Plan summarizes the goals and strategies that the City of Appleton will follow to achieve the intended outcomes for the 2026 program year (April 1, 2026 - March 31, 2027).

The projects and awards proposed in this annual action plan are contingent upon the receipt of the 2026 CDBG award from the U.S. Department of Housing and Urban Development (HUD). In the event that the award received from HUD is higher or lower than the projected 2026 CBDG award of \$576,096, City of Appleton will adjust awards to specific activities to account for the difference between the projected award and the actual award. A plan that details how awards for projects will be adjusted in the event that the final award received does not match the projected award from HUD is included in section AP-35.

### 2. Summarize the objectives and outcomes identified in the Plan

This could be a restatement of items or a table listed elsewhere in the plan or a reference to another location. It may also contain any essential items from the housing and homeless needs assessment, the housing market analysis or the strategic plan.

The table located in the Annual Goal and Objectives (AP-20) of this 2026 Annual Action Plan identifies the objectives and outcomes anticipated by the City of Appleton and its subrecipients for the 2026 program year. A summary of the goals and expected outcomes table from the Strategic Plan section of the 2025-2029 Consolidated Plan is included below for reference.

Strategic Plan 5-year Goals and Outcomes	
5-Year Goals	5-Year Outcomes
Improve & maintain housing stock	155 owner-occupied homes rehabilitated 15 renter-occupied units rehabilitated
Homebuyer Assistance	30 first-time homebuyers receive downpayment assistance
Acquisition for new housing	5 vacant or dilapidated lots acquired for new housing units
Public facilities improvements	1,000 persons assisted through facility improvement activities by City Departments and external community-based organizations
Neighborhood revitalization	2,500 persons assisted through various public facility improvements at the neighborhood level
Public services	2,500 persons assisted through public service activities

**2025-2029 Consolidated Plan Goals**

**3. Evaluation of past performance**

This is an evaluation of past performance that helped lead the grantee to choose its goals or projects.

During the CDBG allocation process, the City of Appleton gives preference to projects that 1) are seeking one-time use of CDBG funding; 2) benefit City of Appleton residents in low- to moderate-income census tracts; 3) add housing units to the City’s tax base; 4) demonstrate complementary sources of funding; and 5) serve special needs populations.

Housing availability and affordability have been major areas of concern for Appleton residents in recent years. This issue has lead City of Appleton to place a higher emphasis on acquisition and rehabilitation projects for low-to-moderate income homeowners, such as our zero interest Housing Rehab Loan Program, and homebuyer support and homeowner rehabilitation programs offered by various subrecipients, including the Appleton Housing Authority, Habitat for Humanity of the Greater Fox Cities, and Rebuilding Together Fox Valley. These programs have been very successful for retaining safe, affordable housing options in Appleton.

Serving special needs populations is also a focus of the City, with emphasis on assistance for programs serving people experiencing homelessness. Recent projects that primarily serve persons experiencing homelessness include public facilities improvements at Pillars Inc's shelter locations, and

the creation of the Community Resource Navigator staff position between Appleton's Public Health Department and Police Department. This role provides direct response to persons experiencing basic needs crises including housing instability or homelessness to help residents navigate the resources available to them within the community and ensure that residents are connected to services.

#### **4. Summary of Citizen Participation Process and consultation process**

Summary from citizen participation section of plan.

The City of Appleton's Citizen Participation Plan requires that a public hearing to identify housing and community development needs be held annually in conjunction with a regularly scheduled Community Development Committee meeting. The first public hearing from this program year was held on September 10, 2025. No comments were received at this hearing. Notification of this public hearing opportunity was published in the City's local newspaper and posted on the City of Appleton's website. A second public hearing was held on October 22, 2025. No comments were received. Notification of this public hearing opportunity was published in the newspaper and online. A third public hearing opportunity was held on February 17, 2026. No comments were received. Notification of this public hearing opportunity was published in the newspaper and online.

The City implements a mandatory pre-application CDBG training for all interested community partners, which helps to gauge interest in the CDBG program by community organizations. To be considered eligible for 2026PY funding, organizations were required to complete the self-paced training and submit an online questionnaire that demonstrated their understanding and knowledge of the content covered in the training. A total of 12 organizations completed this training during the pre-application period.

The City made the Annual Action Plan available for public comment for 30 days, starting on March 31, 2026 and remaining available through April 30, 2026. The AAP was available online on the City's website and printed copies were available by request at City Hall.

#### **5. Summary of public comments**

This could be a brief narrative summary or reference an attached document from the Citizen Participation section of the Con Plan.

While generating the 2025-2029 Consolidated Plan, the City provided an internet-based survey (available in English, Hmong, and Spanish), hosted multiple public hearings to gather input from residents about future uses of CDBG funds, and welcomed comments during the 30-day public comment period. In addition, City of Appleton staff conducted one-on-one interviews with representatives from various agencies and utilized public participation opportunities occurring during the update of the City's Comprehensive Plan to gather additional feedback on the perceived needs of the community and potential areas for future investment. City staff also engaged with stakeholders during the development of the Comprehensive Plan, whose feedback was relevant to and incorporated into the 2025-2029

Consolidated Plan. Each of these engagement strategies provided opportunities to identify the highest priority needs of the Appleton population and understand how that need is viewed by different populations and service providers.

During the scheduled public hearings, the community was presented with opportunities to express their opinions on the value and importance in funding affordable housing, public facility improvements, and public service projects, or other project types, for the 2026 program year. No comments were received.

## **6. Summary of comments or views not accepted and the reasons for not accepting them**

The City of Appleton accepts all comments provided during the public engagement process. At this point, no comments have been received from the public regarding the 2026 Annual Action Plan.

## **7. Summary**

The City of Appleton's 2025-2029 Consolidated Plan was prepared as a guide for the expenditure of CDBG funds based on input from residents and community agencies regarding the needs of the community and the use of funds, an assessment of needs in the community related to housing and community development, and an analysis of the area's market.

The 2025-2029 Consolidated Plan provides a framework and a path for furthering affordable housing and community development efforts including increasing homeownership opportunities, preserving existing housing, revitalizing neighborhoods, expanding affordable rental options, furthering efforts to reach a functional zero for homelessness, supporting economic development initiatives, improving infrastructure in low to moderate income neighborhoods and renovating or expanding community and neighborhood facilities. The awarded subgrantees of the 2026PY CDBG funds intend to administer activities that include homeowner rehabilitation, acquisition of properties or parcels for sale to a low- and moderate-income household, public service programming for the area's homeless population, and public facility improvements for two homeless shelter facilities.

**PR-05 Lead & Responsible Agencies – 91.200(b)**

**1. Agency/entity responsible for preparing/administering the Consolidated Plan**

Describe the agency/entity responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source.

Agency Role	Name	Department/Agency
CDBG Administrator	APPLETON	Community Development Department

**Table 1 – Responsible Agencies**

**Narrative (optional)**

The City of Appleton's Community Development Specialist is responsible for preparing and administering the Consolidated Plan, as well as administering the CDBG program in its entirety.

**Consolidated Plan Public Contact Information**

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## **AP-10 Consultation – 91.100, 91.200(b), 91.215(l)**

### **1. Introduction**

The 2025-2029 Consolidated Plan development was achieved utilizing online surveys, conducting interviews and focus groups regarding community needs in Appleton, and holding multiple public hearing opportunities for public comment. The City of Appleton consulted with several agencies to obtain a thorough understanding of the needs in the community and the resources available. The information captured through public engagement during the Consolidated Plan was critical to determine the 5-year goals that guide this Annual Action Plan and helped Appleton to determine what types of projects to prioritize for the 2026 CBDG program year.

In addition, the City updated the Comprehensive Plan during this time period, and many feedback and consultation opportunities for the Comprehensive Plan were also applicable to the issues covered in the Consolidated Plan. In an attempt to limit engagement fatigue, much of the feedback received during various stakeholder events, advisory group meetings, and events open to the general public was also applied to the Consolidated Plan and impacted the goals and outcomes developed for the Consolidated Plan.

City of Appleton residents were invited to participate in an online Community-Wide Needs Survey to assist with the prioritization of community development and housing needs, resulting in 40 respondents. The surveys sought opinions from respondents on neighborhoods, public services, homeless services, housing, and economic development activities.

Respondents were asked to review a variety of eligible CDBG activity categories and rank their importance in the community, as well as rank specific activities as very important, somewhat important, or not important for the dedication of funding. A sample of results from the survey is detailed below:

#### *Housing*

- 68 percent of respondents said that the City of Appleton needs more homeownership opportunities
- 63 percent said that the City of Appleton needs more rental opportunities
- 92 percent said that income-qualified affordable housing is somewhat or very important
- 93 percent said that housing rehabilitation assistance was somewhat or very important

#### *Public Services*

- 70 percent indicated that funding homeless prevention programs was somewhat or very important

- 92 percent indicated that case management and life skills training for homeless persons was somewhat or very important
- Public services was ranked as the top priority for investment by 28 percent of respondents

#### *Neighborhoods and Public Facilities Improvements*

- 54 percent said that their neighborhood needed additional homeownership opportunities
- 100 percent said that repairing or replacing sidewalks/streets and other infrastructure was somewhat or very important
- 92 percent said that improving the conditions of neighborhood parks and public spaces was somewhat or very important

These ratings and statements of importance were affirmed by representatives of local service organizations during interviews and feedback provided.

#### **Provide a concise summary of the jurisdiction’s activities to enhance coordination between public and assisted housing providers and private and governmental health, mental health and service agencies (91.215(I))**

The City of Appleton enhances coordination between public and private service providers and agencies through a variety of activities. City staff regularly work in coalition with numerous agencies in the community that address housing, health, mental health, and other services, including but not limited to at-large members, board members, consultants, and sponsors.

#### *Housing*

- Fox Cities Housing Coalition (member, at large)
- Wisconsin Balance of State Continuum of Care (member, at large)
- Appleton Housing Authority
- Greater Fox Cities Habitat for Humanity
- Rebuilding Together Fox Valley

#### *Health & Mental Health*

- Outagamie County Health & Human Services
- Calumet County Health & Human Services
- Winnebago County Health & Human Services
- ThedaCare
- Appleton Public Health

- Valley Packaging Inc.
- NEW Mental Health

*Other Service Providers*

- Pillars Adult Shelter
- Pillars Adult & Family Shelter
- Boys & Girls Club
- YMCA
- Goodwill Industries of Northeast Wisconsin
- Fox Valley Technical College
- Safe Families
- UW-Madison Extension (Rent Smart Program)
- Harbor House
- ADVOCAP
- Salvation Army of the Fox Cities
- Apricity, Inc.
- Appleton Area School District
- LEAVEN, Inc.

**Describe coordination with the Continuum of Care and efforts to address the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans, and unaccompanied youth) and persons at risk of homelessness.**

The City of Appleton serves as the Lead Agency in the Wisconsin Balance of State Continuum of Care membership, as well as in the Continuum of Care (CoC) and Emergency Homeless and Housing (EHH) grant application processes. City of Appleton staff administer grant funding for several agencies under three CoC Rapid Re-Housing programs and an EHH grant.

Agencies funded through the CoC and EHH grants directly serve the homeless population and provide supportive service programming. City of Appleton staff work collaboratively together with these agencies- and all agencies in the Fox Cities Housing Coalition - to address the needs of the homeless population in the City of Appleton and surrounding community. City of Appleton also directly employs a Community Resource Navigator staff position to respond to the needs of persons experiencing homelessness and connect residents directly with services and resources in the community, many of which are members of the FCHC.

**Describe consultation with the Continuum(s) of Care that serves the jurisdiction's area in determining how to allocate ESG funds, develop performance standards for and evaluate**

**outcomes of projects and activities assisted by ESG funds, and develop funding, policies and procedures for the operation and administration of HMIS**

As the Lead Agency for the WI EHH Grant through DEHCR, which includes Emergency Solutions Grant (ESG) funding, the City of Appleton collaborates and consults with partnering community organizations during the allocation of funds, the development of performance standards and evaluation of outcomes, and development of funding policies and procedures associated with the Homeless Management Information System (HMIS). Consultation is conducted during one-on-one meetings with community organizations, during Wisconsin Balance of State Continuum of Care meetings, and during Fox Cities Housing Coalition meetings. The subrecipients of the EHH Grant that City of Appleton administers are all active members of the Fox Cities Housing Coalition and regularly participate in the FCHC meetings, conversations with community members and other local organizations, and work closely with the City to address homelessness and emergency housing needs.

**2. Describe Agencies, groups, organizations and others who participated in the process and describe the jurisdiction’s consultations with housing, social service agencies and other entities**

**Table 2 – Agencies, groups, organizations who participated**

1	<b>Agency/Group/Organization</b>	Pillars, Inc.
	<b>Agency/Group/Organization Type</b>	Housing Services - Housing Services-homeless
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans Homelessness Strategy Anti-poverty Strategy
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Pillars Executive Director was interviewed regarding affordable housing availability in Appleton, preventative efforts to avoid homelessness, and homeless services and facilities in the community. Specifically, the interview focused on the projected increased need for these programs as the number of persons experiencing homelessness has continued to rise in recent years. Pillars also provides connections to non-housing services and provides case management to ensure clients are connected with all available resources including health services, employment, and other public benefits.
2	<b>Agency/Group/Organization</b>	HARBOR HOUSE DOMESTIC ABUSE PROGRAMS, INC.
	<b>Agency/Group/Organization Type</b>	Services-Children Services-Victims of Domestic Violence Services - Victims

	<b>What section of the Plan was addressed by Consultation?</b>	Homeless Needs - Families with children Homelessness Strategy Non-Homeless Special Needs Anti-poverty Strategy Domestic Abuse Strategies & Support
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Pillars Executive Director was interviewed regarding affordable housing availability in Appleton, preventative efforts to avoid homelessness, and homeless services and facilities in the community. Specifically, the interview focused on the projected increased need for these programs as the number of persons experiencing homelessness has continued to rise in recent years. Pillars also provides connections to non-housing services and provides case management to ensure clients are connected with all available resources including health services, employment, and other public benefits.
3	<b>Agency/Group/Organization</b>	Rebuilding Together Fox Valley
	<b>Agency/Group/Organization Type</b>	Housing Services - Housing
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Market Analysis Anti-poverty Strategy
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The Executive Director was interviewed regarding the affordable housing needs and gaps in services, specifically for elderly and disabled populations in the Fox Cities.
4	<b>Agency/Group/Organization</b>	Greater Fox Cities Area Habitat for Humanity
	<b>Agency/Group/Organization Type</b>	Housing

	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Market Analysis Anti-poverty Strategy
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The Executive Director was interviewed regarding the affordability and availability of housing (especially homeownership opportunities) due to the changes to home values and rents in the Fox Cities area. Also discussed increased costs of rehabilitation with construction cost increases.
5	<b>Agency/Group/Organization</b>	SALVATION ARMY OF THE FOX CITIES
	<b>Agency/Group/Organization Type</b>	Housing Services - Housing Services-homeless
	<b>What section of the Plan was addressed by Consultation?</b>	Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Strategy Non-Homeless Special Needs Market Analysis Anti-poverty Strategy
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	An interview was conducted with the Social Services Director regarding housing barriers to affordable housing, and the need for programming associated with mental health.
6	<b>Agency/Group/Organization</b>	BOYS & GIRLS CLUB OF THE FOX CITIES
	<b>Agency/Group/Organization Type</b>	Services-Children Services-Health Services-Education

	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Homeless Needs - Families with children Homelessness Needs - Unaccompanied youth Non-Homeless Special Needs Anti-poverty Strategy Children Services, Mental Health
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The Grant Manger was interviewed to discuss the needs of youth in the community as it relates to public services and homelessness, and the unique challenges that youth face with regard to housing. Youth and Family Counseling staff also provided insight into counseling and behavioral health needs in the community and mental health resources available to youth in the Fox Cities. Boys and Girls Club is also providing programming for disadvantaged youth to ensure their mental health and educational needs are met.
7	<b>Agency/Group/Organization</b>	APPLETON HOUSING AUTHORITY
	<b>Agency/Group/Organization Type</b>	PHA Services - Housing
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Public Housing Needs Homelessness Strategy Market Analysis Anti-poverty Strategy
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The Executive Director provided feedback on questions including public housing needs, current collaborations with partners, and how services offered play an integral role in the Fox Cities continuum of care.

8	<b>Agency/Group/Organization</b>	Metropolitan Milwaukee Fair Housing Council
	<b>Agency/Group/Organization Type</b>	Services - Housing Service-Fair Housing
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Non-Homeless Special Needs Market Analysis Anti-poverty Strategy
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Metropolitan Milwaukee Fair Housing Council staff met with City of Appleton Community Development Department leadership staff to discuss services and trainings offered, need for fair housing services and types of discrimination being seen in the community, challenges related to affordability of housing in the community, and development efforts within the City to increase housing options.
9	<b>Agency/Group/Organization</b>	Appleton Area School District
	<b>Agency/Group/Organization Type</b>	Services - Housing Services-Children Services-homeless Services-Education
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Homeless Needs - Families with children Homelessness Strategy Non-Homeless Special Needs Anti-poverty Strategy

	<p><b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b></p>	<p>Appleton Area School District staff participated in Comp Plan focus groups to gain feedback on expected school growth, employment needs, and connecting students with future employment options. AASD staff also provided feedback regarding the principle of housing as a social determinant of health, the need for additional affordable housing options in the community, and specific needs for unaccompanied youth that the district serves who are experiencing or at risk of experiencing homelessness. Unaccompanied youth are a high-risk population and may need additional social support, as well as a need for housing, specific public facilities to serve them, and additional public services. Appleton Area School District also has a McKinney Vento representative within the district that provides connections to resources and services to students and families in the district that are experiencing homelessness or near-homeless conditions such as doubled up living.</p>
10	<p><b>Agency/Group/Organization</b></p>	<p>Lawrence University</p>
	<p><b>Agency/Group/Organization Type</b></p>	<p>Services-Education University Major Employer</p>
	<p><b>What section of the Plan was addressed by Consultation?</b></p>	<p>Market Analysis Economic Development</p>

	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Lawrence University representatives participated in focus groups to provide feedback on housing and economic development needs in the community. Lawrence is a medium-sized employer in the area and provides housing options for students but mentioned challenges for staff to find affordable and available housing in proximity to Lawrence campus. Students provided feedback during events on housing market and economic conditions that impact their ability to stay in Appleton after graduation. Students are interested in a wider variety of mixed-use housing options, resources including grocers downtown, and availability of affordable housing options when starting their careers.
11	<b>Agency/Group/Organization</b>	City of Appleton Emergency Management
	<b>Agency/Group/Organization Type</b>	Services-Health Health Agency Agency - Managing Flood Prone Areas Agency - Emergency Management Other government - Local Grantee Department
	<b>What section of the Plan was addressed by Consultation?</b>	Emergency Management and Public Health

	<p><b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b></p>	<p>City of Appleton Emergency Management Coordinator is an employee of the Appleton Health Department, a public health agency. In early phases of consolidated plan development during July 2024, Appleton experienced flash flooding and pulled together a coalition of stakeholders involved in flood response, clean up, and financial support - including Outagamie County Emergency Management, the Red Cross, United Way, the Community Foundation, and Rebuilding Together Fox Valley. This flood and response effort prompted discussion among City departments about the potential of reserving CBDG funds for urgent need response to floods or other extreme weather events in Appleton. Ultimately, due to timeliness constraints, urgent need funds being reserved is not a priority at this time.</p>
12	<p><b>Agency/Group/Organization</b></p>	<p>City of Appleton Health Department</p>
	<p><b>Agency/Group/Organization Type</b></p>	<p>Services-Health Health Agency Agency - Emergency Management Other government - Local Grantee Department</p>
	<p><b>What section of the Plan was addressed by Consultation?</b></p>	<p>Housing Need Assessment Homelessness Strategy Non-Homeless Special Needs Market Analysis Anti-poverty Strategy Lead-based Paint Strategy Public Health</p>

	<p><b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b></p>	<p>City of Appleton Health Department was instrumental in collecting feedback from the general public, external health agencies, and non-profit health and social services agencies that serve Appleton residents regarding needs related to physical and mental health care access, health care availability and affordability, and wrap around services that support health, such as housing access, jobs and employment, and access to various community resources. Appleton Health Department is also responsible for Lead Paint Poisoning prevention at the City level and provides education on lead-based paint hazards as part of their public health nursing services. Additionally, the Health Department is involved in homelessness services and prevention through the supervision of Appleton's Coordinated Entry Specialist position, who coordinates with local services organizations providing housing and non-housing social services, and Community Resource Navigator, who provides resource connections for persons experiencing homeless and other basic needs crises.</p>
13	<p><b>Agency/Group/Organization</b></p>	<p>City of Appleton Community Development Department</p>
	<p><b>Agency/Group/Organization Type</b></p>	<p>Housing  Agency - Management of Public Land or Water Resources  Other government - Local  Grantee Department</p>
	<p><b>What section of the Plan was addressed by Consultation?</b></p>	<p>Housing Need Assessment  Homelessness Strategy  Non-Homeless Special Needs  Market Analysis  Economic Development  Lead-based Paint Strategy</p>

	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	City of Appleton Community Development Department has been heavily involved in the development of the consolidated plan and specifically the sections related to the housing market, housing needs, and economic development needs. The Community Development Department also provides services through its Housing Rehabilitation Loan Program to ensure that qualified households receiving rehabilitation through the program are meeting standards related to lead-based paint and are enabled to stay in their currently affordable housing options. Staff provided feedback on housing needs, economic needs, and the plan development at multiple stages throughout the plan development.
14	<b>Agency/Group/Organization</b>	City of Appleton Public Works Department
	<b>Agency/Group/Organization Type</b>	Services - Broadband Internet Service Providers Agency - Managing Flood Prone Areas Agency - Management of Public Land or Water Resources Other government - Local Grantee Department
	<b>What section of the Plan was addressed by Consultation?</b>	Public Land Management and Development
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	City of Appleton Public Works Department oversees areas such as street construction and subdivision development and ensure that broadband networks in place are not disturbed to a major extent during street reconstruction projects and ensure that broadband options are available in all new subdivisions and annexed areas. The City is almost entirely covered by broadband access due to these efforts among public works staff.
15	<b>Agency/Group/Organization</b>	City of Appleton Parks and Recreation Department
	<b>Agency/Group/Organization Type</b>	Agency - Management of Public Land or Water Resources Other government - Local Grantee Department

	<b>What section of the Plan was addressed by Consultation?</b>	Public spaces
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Continuous engagement with City of Appleton Parks and Recreation Department regarding need for public facilities improvements and neighborhood improvement projects in public parks and other public green spaces, based on both public feedback and staff experience. Parks provided feedback regarding areas of interest for future investment and potential projects they may consider based on their current Comprehensive Outdoor Recreation Plan (CORP) that may utilize CDBG funds in low-to moderate-income areas that can benefit from LMI Area Benefit projects.
16	<b>Agency/Group/Organization</b>	Fox Cities Housing Coalition
	<b>Agency/Group/Organization Type</b>	Housing Services - Housing Services-homeless Regional organization
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans Homelessness Needs - Unaccompanied youth Non-Homeless Special Needs Economic Development Anti-poverty Strategy

	<p><b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b></p>	<p>City of Appleton is heavily engaged in ongoing dialogue with the Fox Cities Housing Coalition and all FCHC members regarding needs related to new affordable housing development, housing unit availability and affordability for persons of all income levels, housing grants and funding opportunities, and wrap-around service needs that extend beyond just housing. In addition, conversations focused on emergency shelter, rapid rehousing, coordinated entry, homelessness prevention, and other emergency homelessness services that are considered public services were considered. These issues are all directly tied to priorities in the consolidated plan and the feedback provided by members has aided the City in prioritizing various projects. City staff members also regularly engage with the FCHC and created a staff position to better connect residents to the available resources within the community.</p>
17	<p><b>Agency/Group/Organization</b></p>	<p>ThedaCare</p>
	<p><b>Agency/Group/Organization Type</b></p>	<p>Services-Health Health Agency Major Employer</p>
	<p><b>What section of the Plan was addressed by Consultation?</b></p>	<p>Housing Need Assessment Homelessness Strategy Non-Homeless Special Needs</p>

	<p><b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b></p>	<p>ThedaCare Regional Medical Center physician Monk Elmer served on Comp Plan Advisory Group and provided feedback related to their experiences as a major employer in the area related to economic development and jobs and future health needs of Appleton-area residents. ThedaCare is both a major employer in the area with over 6,000 employees in the Fox Cities and a critical health care provider that serves many people in Appleton through both physical and mental health services. Dr. Elmer also provided feedback regarding the need of housing for all income levels, and the view that housing access is a part of healthcare, with health needs often going unaddressed and unmet for persons experiencing homelessness. When these health issues are not adequately addressed on an appropriate timeline, the health problems people are facing also become more severe, with increased cost to the overall healthcare system that is worsened by a lack of a safe place to stay and address these issues for persons experiencing homelessness. Feedback regarding the need for longer-term recovery and rehabilitation facilities for a variety of health issues was also provided by other physicians.</p>
18	<p><b>Agency/Group/Organization</b></p>	<p>Appleton Downtown Inc (ADI)</p>
	<p><b>Agency/Group/Organization Type</b></p>	<p>Business and Civic Leaders</p>
	<p><b>What section of the Plan was addressed by Consultation?</b></p>	<p>Non-Homeless Special Needs Market Analysis Economic Development</p>

<p><b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b></p>	<p>Appleton Downtown Inc is a not-for-profit community coalition addressing the needs of downtown businesses and residents and fostering growth in downtown Appleton. The downtown Appleton area is host to a variety of businesses, including retail shops, hospitality and entertainment, professional services, educational organizations and non-profits, health care and wellness providers, local government services, and some corporate headquarters. This variety of businesses gives the ADI representatives a wide breadth of knowledge on economic development and housing market needs in the Appleton downtown area and immediately surrounding neighborhoods in close proximity. ADI staff provided feedback on workforce needs, infrastructure investments, housing market changes and housing development in the downtown area, arts and cultural investments in downtown, public spaces, and workforce development and training. Major areas of feedback included: - Talent recruitment and greater workforce training and development initiatives for the variety of businesses in downtown Appleton and throughout the City. - Increasing entrepreneurial opportunities for small businesses and new entrepreneurs who may not have access to traditional financing options when starting a new business. - Greater housing affordability and a variety of housing options for persons at all stages of life. This concern was especially relevant to the ability to attract talent to work at businesses downtown. - Infrastructure updates targeted at increasing walkability and non-car transportation options both within and to- and- from the downtown area. Additional improvements to public spaces was also a priority. - Supporting business retention through partnerships with various economic development and entrepreneur/businesses focused organizations and improving existing public spaces and infrastructure.</p>
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**Identify any Agency Types not consulted and provide rationale for not consulting**

**Other local/regional/state/federal planning efforts considered when preparing the Plan**

Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
Continuum of Care	Wisconsin Balance of State CoC	The Wisconsin Balance of State Continuum of Care, of which the Fox Cities Continuum of Care is a member and the City of Appleton is an active participant, issued a 10-year Plan draft in January 2014. The WIBOSCOC's goal to end all types of homelessness is supported by the City of Appleton through continued [financial] support to partnering agencies that provide housing and services to individuals and families that are at-risk of becoming homeless or experiencing homelessness.
Comprehensive Plan	City of Appleton	The Consolidated Plan will address several goals, objectives and action items of the City's Comprehensive Plan including the following: Support creation and rehabilitation of single family homes and affordable rental units; Support rehabilitation and accessibility modifications to allow the aging population to age in place
PHA Plan	Appleton Housing Authority	Providing funding to support the Appleton Housing Authority's First-Time Homebuyer Program, including down payment assistance and homeowner rehabilitation.

**Table 3 – Other local / regional / federal planning efforts**

**Narrative (optional)**

## **AP-12 Participation – 91.105, 91.200(c)**

### **1. Summary of citizen participation process/Efforts made to broaden citizen participation Summarize citizen participation process and how it impacted goal-setting**

Citizens are encouraged to participate in formal public hearings and 30-day public comment periods, all of which occur prior to the adoption of every five-year Consolidated Plan. Further efforts to gain citizen participation are illustrated specifically in the 2025-2029 Consolidated Plan.

Annually, citizens are encouraged to participate in formal public hearings, specific to CDBG funding, to assist in determining and prioritizing community needs. These public hearings are held during the initial stages of the application process. Additionally, action plans are made available for a 30-day public comment period prior to plan submittal, to allow for citizen input.

In recent years, the City has implemented a mandatory, pre-application CDBG training for all interested community partners, which provides opportunities for them to ask questions and give comments on potential programming.

**Citizen Participation Outreach**

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
1	Internet Outreach	Non-profit organizations	On September 29, 2025 the City of Appleton announced details of a mandatory subrecipient training program, which served as a pre-requisite for application and funding in the 2026 program year. This training was available online from 09/29/2025 through 10/31/2025. This information was communicated via email to various agencies and organizations throughout the community and was posted on the City's website.	11 organizations completed the pre-application training.	N/A	

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
2	Public Hearing	Non-targeted/broad community	<p>On September 10, 2025, there was a public hearing opportunity held at the regularly scheduled Community Development Committee meeting. This was an opportunity for the public to share what needs they think are most important for the City to prioritize during the CDBG allocation process, with consideration of the 2026 Annual Action Plan. This public hearing was accompanied by an information item to share information about the CDBG program.</p>	No comments were received.	N/A	

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (If applicable)
3	Public Hearing	Non-targeted/broad community	On October 22, 2025, there was a public hearing opportunity held at the regularly scheduled Community Development Committee meeting. This public hearing provided an opportunity for residents to comment on the proposed awards for core and City department preliminary allocations. This public hearing was accompanied by an action item for the CDC members to vote on the preliminary CDBG allocations for core and City projects.	No comments were received at this hearing.	N/A	

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (if applicable)
4	Public Hearing	Non-targeted/broad community	On February 17, 2026, Appleton's CDBG Advisory Board met to discuss the CDBG applications received from non-profit community organizations and create funding recommendations for each application. This meeting included a public hearing for discussion on CBDG priorities for the 2026 Annual Action Plan and an opportunity to comment on the applications received by local non-profit organizations.	No comments were received at this hearing.	N/A	

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (if applicable)
5	Newspaper Ad	Non-targeted/broad community	On March 31, 2026, City of Appleton posted the CDBG 2026PY Annual Action Plan draft for public comment, with a 30-day comment period ranging from March 31, 2026, through April 30, 2026. Notice of publication of the AAP for public comment was run in the Post Crescent, Appleton's local newspaper, on March 17, 2026.	No comments were received at this hearing.	N/A	

**Table 4 – Citizen Participation Outreach**

## Expected Resources

### AP-15 Expected Resources – 91.220(c)(1,2)

#### Introduction

City of Appleton's final award for the 2026 CDBG program year is \$595,806. City of Appleton staff published the AAP for public comment prior to the final award announcement by HUD, and included contingency language to demonstrate proposed changes to the projected allocations once the final award announcement was received from HUD. This plan reflects the final award amount and final allocations based on that award.

City of Appleton estimates its annual award for the CDBG program during the City's budgeting process in the summer before each program year. City staff typically utilize an average from the prior 3-5 years to estimate its upcoming program year award. During June 2025, City of Appleton staff began the budgeting process for 2026 and estimated that the entitlement award for 2026 would be approximately \$576,096. This amount was only an estimate and did not reflect the final award from HUD for the 2026 program year. Awards to projects may were adjusted based on

funding availability once the official entitlement award notification from HUD was received in early April 2026.

**Anticipated Resources**

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
CDBG	public - federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	595,806.00	250,000.00	0.00	845,806.00	2,699,334.00	The Program Income is generated through the City of Appleton's Homeowner Rehabilitation Loan Program and the Appleton Housing Authority's Homeowner Program, however, funds are placed in revolving funds and used exclusively in those programs. All other programs only receive Entitlement funds. Funds are typically allocated for specific projects and activities at the beginning of each program year, so there are not typically any unallocated resources available from prior years.

**Table 5 - Expected Resources – Priority Table**

**Explain how federal funds will leverage those additional resources (private, state and local funds), including a description of how matching requirements will be satisfied**

The City of Appleton will leverage all dollars received through the CDBG program by funding activities that, overall, are only a portion of the valuable services that the awarded agencies provide to low- and moderate-income households throughout the City of Appleton.

There are no matching requirements associated with CDBG funding; however, higher consideration was given to applications that could demonstrate additional sources of funding to leverage projects.

**If appropriate, describe publically owned land or property located within the jurisdiction that may be used to address the needs identified in the plan**

The City of Appleton does not anticipate any qualified, participating agency to use any publicly owned land or property while addressing the needs identified throughout this plan.

**Discussion**

Community Development Block Grant (CDBG) funding was awarded to programs that will perform the following activities during the 2026 program year: homebuyer assistance programs, homeowner rehabilitation programs, public services for persons experiencing homelessness, public facility improvement programs, neighborhood improvement projects, fair housing initiatives, and CDBG administration costs.

## Annual Goals and Objectives

### AP-20 Annual Goals and Objectives

#### Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	Improve & maintain housing stock	2025	2029	Affordable Housing Non-Homeless Special Needs		Affordable Housing- Production of New Units Affordable Housing- Rehab of Existing Units	CDBG: \$140,379.00	Homeowner Housing Added: 1 Household Housing Unit Homeowner Housing Rehabilitated: 30 Household Housing Unit Direct Financial Assistance to Homebuyers: 5 Households Assisted
2	Administration	2025	2029	Administration			CDBG: \$112,467.00	Other: 10 Other
3	Public facilities improvement	2025	2029	Non-Housing Community Development		Public Facilities	CDBG: \$210,000.00	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 4000 Persons Assisted Public Facility or Infrastructure Activities for Low/Moderate Income Housing Benefit: 415 Households Assisted

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
4	Public services	2025	2029	Homeless Non-Homeless Special Needs		Public Services	CDBG: \$86,250.00	Public service activities for Low/Moderate Income Housing Benefit: 500 Households Assisted
5	Neighborhood Revitalization	2025	2029	Non-Housing Community Development		Neighborhood Revitalization	CDBG: \$27,000.00	Housing Code Enforcement/Foreclosed Property Care: 1 Household Housing Unit

Table 6 – Goals Summary

### Goal Descriptions

1	<b>Goal Name</b>	Improve & maintain housing stock
	<b>Goal Description</b>	<p>This strategic goal will be accomplished through the City of Appleton Homeowner Rehabilitation Loan Program, the Greater Fox Cities Habitat for Humanity, and Rebuilding Together Fox Valley, where current housing stock (homeowner) will be rehabilitated and improved for LMI households.</p> <p>Additionally, Appleton's Housing Authority supports LMI homebuyers through its Homeowner Loan Program. They also support rehabilitation to units as needed prior to purchase.</p>
2	<b>Goal Name</b>	Administration
	<b>Goal Description</b>	This goal is accomplished through efforts of the City of Appleton and Fair Housing services.

<b>3</b>	<b>Goal Name</b>	Public facilities improvement
	<b>Goal Description</b>	City of Appleton plans to fund multiple public services improvement projects during the 2026 program year. City of Appleton plans to fund Pillars to replace existing bathroom flooring at their Adult and Family Shelter location, which is currently leaking and may have mold underneath it. City of Appleton plans to fund shelter improvements at the COTS women's shelter location, to replace the existing roof and weatherproof portions of the building. City of Appleton also plans to fund park facility improvements to Colony Oaks Park, to replace the existing playground equipment and update the park to be more accessible for users with disabilities.
<b>4</b>	<b>Goal Name</b>	Public services
	<b>Goal Description</b>	City of Appleton's Community Resource Navigator position, funding with CBDG Public Services dollars, will be responsible for responding to residents experiencing homelessness, mental health issues, and other basic-needs related crises. This role will have regular weekly interaction with vulnerable/at-risk populations in an effort to better connect them with the resources and services needed.
<b>5</b>	<b>Goal Name</b>	Neighborhood Revitalization
	<b>Goal Description</b>	City of Appleton plans to fund a demolition and clean-up project on a house that was severely damaged by fire and has not been cleaned up in the time since. This project will be spot blight removal in a neighborhood.

## Projects

### AP-35 Projects – 91.220(d)

#### Introduction

City of Appleton conducts its CDBG allocation process in three phases: Phase 1) Core Project allocations for recurrent and required projects; Phase 2) City Department applications for departmental requests; and Phase 3) External Applicants for awards to non-profit organizations. The proposed use of CDBG funds in the 2026PY will focus on activities that improve or maintain current housing stock, create accessibility to homeownership for first-time homebuyers, public facilities improvements, and provide services and support to residents experiencing crisis or lacking access to basic needs.

The numbers listed in the chart below reflect the actual, final allocations for each project. Contingency language was included in the draft Annual Action Plan released for public comment, as below:

The values listed for each project below represent preliminary awards based on the City of Appleton's projected award for the 2026 CBDG program year and the awards listed in this section may need to be adjusted when the final award is received from HUD. The amounts listed in this version of the Annual Action Plan report are contingent upon receipt of the official federal award for the CDBG program. In the event that the final award received from HUD is not equal to the projected award amount of \$576,096, City of Appleton will adjust specific project awards to account for the difference. First, funds for the Community Resource Navigator project will be adjusted to equal 15% of the final award as the sole public services project being awarded this program year. Next, adjustments will be made to the awards to COTS, Rebuilding Together Fox Valley, and Habitat for Humanity. In the event that the award received from HUD is below the projected amount, the adjustment to Habitat's award will not decrease more than \$379, to keep their final award at a minimum of \$10,000. Next, awards to COTS and Rebuilding Together Fox Valley would be adjusted on a percentage basis based on their projected award to increase or decrease their final award amounts. If the award from HUD is higher than expected, Habitat would also be adjusted on a percentage basis proportional to their projected award. Examples for award totals below and above the projected award amount that detail how the project awards would change are provided below:

For example, if the final award from HUD is \$560,000, below the City's projected award amount, the following adjustments would be made:

- Community Resource Navigator award would be adjusted to equal \$84,000, which is 15% of the total award of \$560,000 in this scenario.
- Habitat for Humanity's award would be adjusted to equal \$10,000. This is the minimum amount the

City of Appleton will award to a subrecipient.

- COTS award would be adjusted to equal \$18,266.50, a 27% decrease from their projected award of \$25,0000.

- Rebuilding Together Fox Valley's award would be adjusted to equal \$18,266.50, a 27% decrease from their projected award of \$25,0000.

For example, if the final award from HUD is \$595,000, above the City's projected award amount, the following adjustments would be made:

- Community Resource Navigator award would be adjusted to equal \$89,250, which is 15% of the total award of \$595,000 in this scenario.

- Habitat for Humanity's award would be adjusted to equal \$13,113, a 26.34% increase from their projected award of \$10,379.

- COTS award would be adjusted to equal \$31,585, a 26.34% increase from their projected award of \$25,000.

- Rebuilding Together Fox Valley's award would be adjusted to be equal \$31,585, a 26.34% increase from their projected award of \$25,000.

### Projects

#	Project Name
1	CoA Homeowner Rehabilitation Loan Program
2	Appleton Community Resource Navigator 2026
3	CBDG Administration 2026
4	Fair Housing
5	Appleton Housing Authority Homebuyer Program
6	Parks and Recreation Colony Oaks Park Update
7	Inspections Demolition
8	COTS Shelter Rehabilitation
9	Pillars Shelter Bathroom Improvements
10	Rebuilding Together Fox Valley Rehabilitation
11	Habitat for Humanity Housing Acquisition

Table 7 - Project Information

### Describe the reasons for allocation priorities and any obstacles to addressing underserved

## needs

Requests for funds from phases one and two of the CDBG award allocation process are taken to Appleton's Community Development Committee for review and approval by the Common Council. Applications for funds from phase three are provided to Appleton's CDBG Advisory Board, a 6-member panel that reviews applications individually and meets together to recommend awards to Community Development Committee and Common Council.

The City of Appleton CDBG Advisory Board determined that allocation priority would focus on activities that positively impact City services and the City's capacity to respond to the needs of the community. All activities funded support the City of Appleton's CDBG program goal of *"creating a thriving urban community through the provision of assistance to low- and moderate-income households in the forms of basic shelter, affordable housing opportunities, expanded economic opportunities, suitable living environments and supportive services related to residential, financial, and social stability."*

**AP-38 Project Summary**  
**Project Summary Information**

<b>1</b>	<b>Project Name</b>	CoA Homeowner Rehabilitation Loan Program
	<b>Target Area</b>	
	<b>Goals Supported</b>	
	<b>Needs Addressed</b>	Affordable Housing- Rehab of Existing Units
	<b>Funding</b>	CDBG: \$65,000.00
	<b>Description</b>	City of Appleton's Homeowner Rehabilitation Loan Program (HRLP) will provide 0% interest loans to eligible low-and moderate-income homeowners for rehabilitation activities that will help keep their houses safe, affordable, and livable units.
	<b>Target Date</b>	3/31/2027
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Approximately 15-20 households are expected to benefit from the Homeowner Rehabilitation Loan Program during the 2026 program year.
	<b>Location Description</b>	This project will be undertaken at scattered sites within the City of Appleton's municipal boundaries. Eligible project sites will be identified during the City's HRLP application process (twice per year).
	<b>Planned Activities</b>	Homeowner rehabilitation
<b>2</b>	<b>Project Name</b>	Appleton Community Resource Navigator 2026
	<b>Target Area</b>	
	<b>Goals Supported</b>	
	<b>Needs Addressed</b>	Public Services
	<b>Funding</b>	CDBG: \$89,370.00
	<b>Description</b>	Appleton's Community Resource Navigator will provide services navigation and outreach to persons experiencing homelessness or other basic needs crises. This staff position will connect persons directly with services and resources available in the community.
	<b>Target Date</b>	3/31/2027
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Approximately 500 households are expected to benefit from this activity.

	<b>Location Description</b>	The Community Resource Navigator will provide services to persons within the Fox Cities Housing Coalition's service boundaries.
	<b>Planned Activities</b>	Benefits and service navigation for persons experiencing homelessness and other basic needs crises.
<b>3</b>	<b>Project Name</b>	CDBG Administration 2026
	<b>Target Area</b>	
	<b>Goals Supported</b>	
	<b>Needs Addressed</b>	
	<b>Funding</b>	CDBG: \$87,467.00
	<b>Description</b>	Funds for CDBG administration activities for the 2026 grant year
	<b>Target Date</b>	3/31/2027
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	N/A - Admin project
	<b>Location Description</b>	
	<b>Planned Activities</b>	CDBG Administration
<b>4</b>	<b>Project Name</b>	Fair Housing
	<b>Target Area</b>	
	<b>Goals Supported</b>	
	<b>Needs Addressed</b>	
	<b>Funding</b>	CDBG: \$25,000.00
	<b>Description</b>	Funds for Metropolitan Milwaukee Fair Housing Council (MMFHC) to provide fair housing services, including fair housing education, fair housing investigations, technical assistance, and referral services to residents of Appleton.
	<b>Target Date</b>	3/31/2027
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	
	<b>Location Description</b>	Scattered site throughout City of Appleton.

	<b>Planned Activities</b>	Fair housing services, including fair housing education, fair housing investigations, technical assistance, and referral services to residents of Appleton.
5	<b>Project Name</b>	Appleton Housing Authority Homebuyer Program
	<b>Target Area</b>	
	<b>Goals Supported</b>	
	<b>Needs Addressed</b>	Affordable Housing- Rehab of Existing Units
	<b>Funding</b>	CDBG: \$40,000.00
	<b>Description</b>	Funds will be used to support the Appleton Housing Authority's Homebuyer Program to provide downpayment assistance and closing costs to first-time homebuyers, as well as rehabilitation assistance for households that need it.
	<b>Target Date</b>	3/31/2027
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	5 households will benefit from this project during the 2026 program year.
	<b>Location Description</b>	Scattered site throughout the City of Appleton
	<b>Planned Activities</b>	Homebuyer downpayment and closing cost assistance for first-time homebuyers who are income qualified, as well as rehabilitation assistance for households that need it.
6	<b>Project Name</b>	Parks and Recreation Colony Oaks Park Update
	<b>Target Area</b>	
	<b>Goals Supported</b>	
	<b>Needs Addressed</b>	Public Facilities
	<b>Funding</b>	CDBG: \$150,000.00
	<b>Description</b>	Providing public facilities improvements to Colony Oaks Park.
	<b>Target Date</b>	3/31/2027
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Approximately 4,000 people live in the service area for this park, with approximately 1,730 households benefitting from this park improvement project at Colony Oaks Park.
	<b>Location Description</b>	801 N Briarcliff Dr, Appleton, WI 54915

	<b>Planned Activities</b>	Playground facility updates to make the park more accessible for residents with disabilities and general park facility improvements.
<b>7</b>	<b>Project Name</b>	Inspections Demolition
	<b>Target Area</b>	
	<b>Goals Supported</b>	
	<b>Needs Addressed</b>	Neighborhood Revitalization
	<b>Funding</b>	CDBG: \$27,000.00
	<b>Description</b>	Funds will be used by the Inspections Division of Appleton's Community Development Department to demolish a structure with spot blight that was burned down and has not been remediated or torn down without the use of CBDG funds.
	<b>Target Date</b>	3/31/2027
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	1 household will benefit from the demolition.
	<b>Location Description</b>	1513 N Charlotte St, Appleton, WI 54911
	<b>Planned Activities</b>	Funds will be used by the Inspections Division of Appleton's Community Development Department to demolish a structure with spot blight that was burned down and has not been remediated or torn down without the use of CBDG funds.
<b>8</b>	<b>Project Name</b>	COTS Shelter Rehabilitation
	<b>Target Area</b>	
	<b>Goals Supported</b>	
	<b>Needs Addressed</b>	Public Facilities
	<b>Funding</b>	CDBG: \$31,869.00
	<b>Description</b>	Funds will be provided to COTS for public facilities improvements to their women's shelter location at which they provide short-term emergency shelter housing to women experiencing homelessness.
	<b>Target Date</b>	3/31/2027
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Approximately 30 households will benefit during the 2026PY.

	<b>Location Description</b>	1003 W College Ave, Appleton, WI 54914
	<b>Planned Activities</b>	Funds will be provided to COTS for public facilities improvements to their women's shelter location at which they provide short-term emergency shelter housing to women experiencing homelessness.
<b>9</b>	<b>Project Name</b>	Pillars Shelter Bathroom Improvements
	<b>Target Area</b>	
	<b>Goals Supported</b>	
	<b>Needs Addressed</b>	Public Facilities
	<b>Funding</b>	CDBG: \$35,000.00
	<b>Description</b>	Funds will be used to replace the existing bathroom flooring on the basement level of the Pillars Adult and Family Shelter location as a public facilities improvement project.
	<b>Target Date</b>	3/31/2027
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Approximately 385 households will benefit from this project during the 2026 program year.
	<b>Location Description</b>	400 N Division St, Appleton, WI 54911
	<b>Planned Activities</b>	Funds will be used to replace the existing bathroom flooring on the basement level of the Pillars Adult and Family Shelter location as a public facilities improvement project.
<b>10</b>	<b>Project Name</b>	Rebuilding Together Fox Valley Rehabilitation
	<b>Target Area</b>	
	<b>Goals Supported</b>	
	<b>Needs Addressed</b>	Affordable Housing- Rehab of Existing Units
	<b>Funding</b>	CDBG: \$31,869.00
	<b>Description</b>	Rebuilding Together Fox Valley will provide housing rehabilitation grants to low-and moderate-income households, primarily for elderly and disabled households, who need rehabilitation activities to enable them to remain living in their homes safely and at an affordable rate.
	<b>Target Date</b>	3/31/2027

	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	Approximately 5 households are expected to be served during the 2026 program year.
	<b>Location Description</b>	Scattered site throughout the City of Appleton
	<b>Planned Activities</b>	Rebuilding Together Fox Valley will provide housing rehabilitation grants to low-and moderate-income households, primarily for elderly and disabled households, who need rehabilitation activities to enable them to remain living in their homes safely and at an affordable rate.
<b>11</b>	<b>Project Name</b>	Habitat for Humanity Housing Acquisition
	<b>Target Area</b>	
	<b>Goals Supported</b>	
	<b>Needs Addressed</b>	Affordable Housing- Rehab of Existing Units
	<b>Funding</b>	CDBG: \$13,231.00
	<b>Description</b>	Habitat for Humanity will acquire one property for rehabilitation to sell to a qualified, low-and moderate-income household who otherwise may not have the opportunity to become homeowners.
	<b>Target Date</b>	3/31/2028
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	1 household will benefit from the acquisition and rehabilitation of a single-family property in the City of Appleton.
	<b>Location Description</b>	Undetermined within City of Appleton boundaries.
<b>Planned Activities</b>	Habitat for Humanity will acquire one property for rehabilitation to provide a homeownership opportunity for a low-and moderate-income household.	

## **AP-50 Geographic Distribution – 91.220(f)**

### **Description of the geographic areas of the entitlement (including areas of low-income and minority concentration) where assistance will be directed**

The City of Appleton will not have a designated geographic area within the jurisdiction where funds are allocated. However, activities benefitting persons, facilities, or housing within the census block groups that HUD has designated as meeting the 51 percent LMI threshold will be given priority.

### **Geographic Distribution**

<b>Target Area</b>	<b>Percentage of Funds</b>

**Table 8 - Geographic Distribution**

### **Rationale for the priorities for allocating investments geographically**

The City of Appleton will not have a designated geographic area within the jurisdiction where funds are allocated. However, activities benefitting persons, facilities, or housing within the census block groups that HUD has designated as meeting the 51 percent LMI threshold will be given priority.

### **Discussion**

The City of Appleton will not have a designated geographic area within the jurisdiction where funds are allocated. However, activities benefitting persons, facilities, or housing within the census block groups that HUD has designated as meeting the 51 percent LMI threshold will be given priority.

## Affordable Housing

### AP-55 Affordable Housing – 91.220(g)

#### Introduction

The City of Appleton invests federal funds into the development of rental and homeownership units and the rehabilitation and repair of existing homeowner units. This section shows specific goals for the number of homeless, non-homeless and special needs households that will be provided affordable housing during the 2026 program year. Also shown are the number of affordable housing units that will receive CDBG funding. Programs that will provide these units through the CDBG program are: the City of Appleton's Homeowner Rehabilitation Loan Program, the Appleton Housing Authority's homebuyer support program, Greater Fox Cities Habitat for Humanity, and Rebuilding Together Fox Valley.

<b>One Year Goals for the Number of Households to be Supported</b>	
Homeless	0
Non-Homeless	31
Special-Needs	0
Total	31

**Table 9 - One Year Goals for Affordable Housing by Support Requirement**

<b>One Year Goals for the Number of Households Supported Through</b>	
Rental Assistance	0
The Production of New Units	0
Rehab of Existing Units	30
Acquisition of Existing Units	6
Total	36

**Table 10 - One Year Goals for Affordable Housing by Support Type**

#### Discussion

Estimated goals for each program:

- City of Appleton's Housing Rehabilitation Loan Program - 20 households assisted through homeowner rehabilitation loans
- Rebuilding Together Fox Valley - 5 households assisted through homeowner rehabilitation grants
- Greater Fox Cities Area Habitat for Humanity - 1 household assisted through acquisition of existing units
- Appleton Housing Authority - 5 households assisted through first-time homebuyer assistance and

homeowner rehabilitation projects.

## **AP-60 Public Housing – 91.220(h)**

### **Introduction**

The Appleton Housing Authority's mission is "to provide decent, safe, and quality housing for individuals and families that need rent affordability along with opportunities and programming for participants desiring to become self-sufficient." The City of Appleton will provide funding to support the Appleton Housing Authority's Homebuyer Program, which aids with downpayments and needed repairs or upgrades for the homes that are purchased, as well as counseling services for first-time homebuyers.

### **Actions planned during the next year to address the needs to public housing**

The City of Appleton received a request for CDBG funding from the Appleton Housing Authority for the 2026PY, to continue their Homebuyer Program, which includes downpayment assistance, rehabilitation financial assistance, and counseling services.

### **Actions to encourage public housing residents to become more involved in management and participate in homeownership**

By supporting the Appleton Housing Authority's Homebuyer Program, public housing residents can learn about homeownership through homebuyer education classes. Completing these classes initiates the process of becoming a first-time homebuyer and receiving financial assistance for downpayments or needed repairs on their newly purchased home.

### **If the PHA is designated as troubled, describe the manner in which financial assistance will be provided or other assistance**

The Appleton Housing Authority is not designated as troubled.

### **Discussion**

Overall, the Housing Authority has previously been awarded CDBG funding to support its Homebuyer Program only. The Homebuyer Program is an acquisition/rehabilitation program that promotes affordable housing and financial assistance to low- and moderate-income households, while revitalizing neighborhoods.

## **AP-65 Homeless and Other Special Needs Activities – 91.220(i)**

### **Introduction**

The City of Appleton plans to award 2026PY CDBG funding to several agencies that impact and support the needs of the homeless and special needs populations in the community.

The definition of the special need's population in the City of Appleton was derived after consulting with several nonprofit, supportive service providing agencies in the Appleton area. The most prevalent, but certainly not exclusive, characteristics of the population were:

- Persons affected by mental health issues;
- Persons with alcohol and drug addictions; and
- Elderly in need of supportive services for health and housing issues

### **Describe the jurisdictions one-year goals and actions for reducing and ending homelessness including**

#### **Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs**

The City of Appleton continues to be an active member of the local Fox Cities Housing Coalition (FCHC), serving as the lead agency and fiscal administrator for Continuum of Care (CoC) and Emergency Homeless and Housing (EHH) grant funding into the community. The EHH grant specifically funds both Street Outreach to persons experiencing homelessness and homelessness prevention activities for persons at risk of imminently becoming homeless. Additionally, the City of Appleton's Community Resource Navigator provides significant outreach to persons experiencing homelessness through basic needs navigation to ensure that people are aware of the resources available to them within the community and have been connected to the services they need.

During the July 2025 Point in Time Count, the Fox Cities Housing Coalition, including the City of Appleton, identified 169 persons sleeping in uninhabitable places on the night of the PIT Count. The City of Appleton, in collaboration with the community, will continue to strive to serve these individuals, and others as necessary, by continuing to reach out to them and encourage them to utilize available resources in the community.

#### **Addressing the emergency shelter and transitional housing needs of homeless persons**

The Appleton Housing Authority, Pillars, Inc. and Salvation Army of the Fox Cities collaborate to provide transitional housing options and supportive services through a Tenant Based Rental Assistance (TBRA)

program. This program serves approximately 40 households annually.

Pillars Inc. and Harbor House have continued to collaborate and provide six transitional housing beds and supportive services specifically for domestic violence victims transitioning out of shelter. On average, eight households are served each year through this initiative.

Emergency shelter needs will continue to be addressed through Emergency Homeless and Housing (EHH) grant and will continue to change and expand based on the needs in the community. Under the Wisconsin Balance of State Continuum of Care's (WIBOSCO) coordinated entry process, access to services and programming has proven efficient and client-driven.

**Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again**

The City of Appleton will continue to use CDBG funds to support agencies in the community proposing to provide public service activities that assist homeless persons by providing temporary shelter and accessibility to services that lead to permanent housing solutions. Specifically, for the 2026 program year, the City plans to award funding to Pillars and COTs, which provide necessary services to residents directly experiencing homelessness and assist them in transitioning out of homelessness into permanent housing options. The City will also leverage COC and EHH funding that it is awarded to assist in the goal of helping persons experiencing homelessness make the transition to permanent housing and preventing persons from experiencing homelessness to begin with.

The City of Appleton also awarded 2026 program year funding to agencies- including the City of Appleton's Homeowner Rehabilitation Loan Program, Greater Fox Cities Habitat for Humanity, and Rebuilding Together Fox Valley - proposing rehabilitative housing activities to maintain affordable housing units and educational skill building as an effort to provide additional affordable housing options and prevent homelessness.

**Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: being discharged from publicly funded institutions and systems of care (such as health care facilities, mental health facilities, foster care and other youth facilities, and corrections programs and institutions); or, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs.**

Rebuilding Together Fox Valley's core mission is to improve the homes and lives of low-income

homeowners, allowing them to remain safe and healthy in their home. Not only are the homeowners able to age in place, but they are able to sustain affordable housing.

City of Appleton currently employs a Community Resource Navigator as an outreach specialist who interfaces with individuals and families experiencing homelessness, housing insecurity, and other basic needs crises to connect them to resources and services within the community. This position works in close conjunction with Appleton's Coordinated Entry Specialist, who manages the Coordinated Entry system utilized by housing providers in the Fox Cities Housing Coalition's geographic area of coverage and regularly reviews data related to homelessness in Appleton. City staff are also working to build relationships with the providers listed above to ensure that they are aware of the Community Resource Navigator's role and that persons experiencing or at risk of experiencing homelessness can receive assistance to navigate the services and resources available in the community, especially for those coming out of institutions or systems of care.

The City of Appleton's role as the lead financial agent for CoC and EHH funds facilitates and encourages Fox Cities Housing Coalition member-agencies to provide services to extremely low-income persons and assist them with services needed as they navigate through the systems of care in the area. City of Appleton remains in close contact with member-agencies to address the needs for both transitional and permanent housing in the area. The Fox Cities Housing Coalition is also exploring ways to support these populations and options for reducing the demand for services such as increasing the earned income of program participants and providing increased prevention services to assist people to avoid becoming homeless in the first place.

The Appleton Housing Authority offers a program for former foster youth ages 18-25 to provide rental assistance, as well as supportive services, to allow them to maintain a rental unit at an affordable rate for their income (paying no more than 30% of monthly income for rent and utilities).

## **Discussion**

The City of Appleton is a collaborative partner that works with a multitude of agencies in the Appleton area to respond to homelessness, prevent occurrences of homelessness, and provide people with access to services as quickly as possible. The relationships built in recent years between City staff and local service providers have enabled the City of Appleton to proactively assist in the prevention of homelessness, and Appleton is considering a wide variety of policies that will help ease the tight housing market in Appleton that contributes to additional homelessness and prices residents out of units.

## **AP-75 Barriers to affordable housing – 91.220(j)**

### **Introduction:**

The City of Appleton, through a collaboration with the Metropolitan Milwaukee Fair Housing Council (MMFHC), updated the Analysis of Impediments to Fair Housing Choice report. The 2020 Analysis identifies barriers to equal housing access based on quantitative data contained in various sections of the report, and based on qualitative information gleaned from community input. The impediments identified [below] are not listed in order of priority.

1. Private-market housing discrimination;
2. Affordable housing location;
3. Lack of affordable, accessible housing;
4. Private-market refusal to permit reasonable accommodations/modifications;
5. Lending discrimination and disparities; and
6. Critical shortage of affordable rental housing and limited housing assistance.

The 2020 Analysis of Impediments *Fair Housing Goals and Strategies* section identifies goals and strategies designed to redress impediments to fair housing. Each goal has a number of strategies to make progress toward the goal. Each strategy contains a timeframe for action, a measure of achievement, and the entity at each municipality that is responsible for implementing the strategies.

**Goal 1:** Continue efforts to ensure adequate supply of housing affordable to all income levels in the community;

**Goal 2:** Increase fair housing choice and decrease housing discrimination;

**Goal 3:** Continue funding the City of Appleton’s Neighborhood Program to encourage the establishment and support of neighborhood organizations; and

**Goal 4:** Increase access to consumer education in a culturally appropriate context.

**Actions it planned to remove or ameliorate the negative effects of public policies that serve as barriers to affordable housing such as land use controls, tax policies affecting land, zoning ordinances, building codes, fees and charges, growth limitations, and policies affecting the return on residential investment**

Under *Goal 1: Continue efforts to ensure adequate supply of housing affordable to all income levels in the community*, listed above, the City of Appleton has identified eight strategies to make progress toward removing or ameliorating the barriers to affordable housing. Strategies specific to the removal or amelioration of the negative effects of public policy that serve as barriers include [in no particular

order]:

**Strategy 1-** Support a variety of housing programs to defray the costs of rental housing or homeownership, marrying financial tools such as historic preservation, DNR grants, and opportunity zones;

**Strategy 2-** Promote and support private sector investment in affordable housing through TIF financing, LIHTC projects, and other state/federal financial resources; and

**Strategy 3-** Consider utilizing Central Business District (CBD) zoning in other areas of the City to promote denser in-fill and housing development.

**Discussion:**

City of Appleton has implemented changes to its development process in recent years to streamline the process for development, while adhering to all required state and federal regulations, to ensure that the housing needs of all residents are being considered and met. Additionally, City of Appleton heavily considered housing needs during its recent Comprehensive Plan update, with an emphasis on increasing the number of overall units, supporting a greater variety of housing types and styles available for all residents needs, and communicating effectively with residents regarding the current state of the housing market in Appleton and the need for additional units at affordable levels for all household types.

## **AP-85 Other Actions – 91.220(k)**

### **Introduction:**

The City of Appleton's 2025-2029 Consolidated Plan outlines various strategies addressing obstacles in meeting underserved needs, fostering and maintaining affordable housing, reducing lead-based paint hazards, reducing poverty, improving institutional structure, and enhancing coordination between housing and social service agencies.

### **Actions planned to address obstacles to meeting underserved needs**

The Fox Cities Housing Coalition (FCHC), of which the City of Appleton is a member agency, is designed to promote community-wide commitment to the goal of ending homelessness; provide programming and housing for underserved and homeless individuals and families; promote access to and effect utilization of mainstream programs; and optimize self-sufficiency among underserved and homeless individuals and families. While the Fox Cities Housing Coalition is primarily focused on housing needs, the membership of the organization reflects the expansive variety of services organizations that are present in the greater Appleton area, including services for families with young children, veterans, persons from underrepresented backgrounds, youth, low-to moderate-income households, and other groups that may need additional support for housing and other basic needs. Nearly all of the 2026 program year funds are subawarded to agencies that are FCHC members, or provide services that align with FCHC's priorities, and operate programs that address underserved needs. In addition, Appleton Health Department's Community Resource Navigator position, funded through CBDG public service dollars, is an essential mechanism for City of Appleton to provide support people during times of crisis and connect vulnerable and underserved residents with the necessary basic services they may lack access to.

### **Actions planned to foster and maintain affordable housing**

The City of Appleton has primarily used its CBDG funds to support affordable housing activities in various ways for homeowners and first-time homebuyers. The City will continue to fund similar efforts in the 2026 program year through subawards to Appleton Housing Authority, Rebuilding Together Fox Valley, Greater Fox Cities Habitat for Humanity, and the City's Homeowner Rehabilitation Loan Program. Additionally, City staff are exploring other relevant grant opportunities that would help the City to address housing needs. City staff also participate in the Fox Cities Housing Alliance, a new initiative that is exploring a variety of solutions to ensure that affordable, suitable housing options are available to all residents in the Appleton area, regardless of income and homeownership status. These initiatives may include updates to zoning codes or development processes, exploration of ways to make homeownership affordable and achievable, consideration of ways to provide support (financial or other methods) for housing development, and increased public education on housing needs in the Appleton

area.

### **Actions planned to reduce lead-based paint hazards**

The City of Appleton continues to allocate CDBG funds each program year supporting its Homeowner Rehabilitation Loan Program, which provides low- and moderate-income homeowners with the financial ability to make repairs to their homes. A requirement for participation in this program is that items not meeting code and all lead paint hazards be rehabilitated as part of the loan funding.

The City also has supported the Appleton Housing Authority's Homebuyer Program, which will include rehabilitation. Lead hazards are identified and remediated during the rehabilitation process.

In addition, the City of Appleton Health Department and the City's Homeowner Rehabilitation Loan Program work collaboratively to identify homes where young children may be adversely affected in the dangers of lead-based paint and removal of those hazards.

### **Actions planned to reduce the number of poverty-level families**

In an effort to reduce the number of poverty-level families, the City of Appleton plans to award 2026 program year funds to the Appleton Housing Authority and the Greater Fox Cities Area Habitat for Humanity to provide homeownership opportunities to low-and moderate-income households who otherwise may not have access to homeownership on the traditional market. These programs and projects serve individuals and families that are facing financially challenging situations. The services offered and the constant collaboration among agencies provide the necessary direction and opportunities toward achieving financial independence and stable housing, while also decreasing the likelihood of homelessness.

The City of Appleton continues to provide funding to the City's Homeowner Rehabilitation Loan Program, Habitat for Humanity, and Rebuilding Together Fox Valley in an effort to rehabilitate and maintain affordable housing opportunities in the Appleton community.

### **Actions planned to develop institutional structure**

The institutional structure through which the City of Appleton carries out its plans is strong due to framework already in place, and as such, does not have any specific actions planned to modify it. Further development of strong relationships between City staff and non-profit partners who provide essential services in the community has been a focus of City departments in recent years, which has enabled staff to have a better pulse on issues within the community.

The City is the financial agent for the Continuum of Care (CoC) and Emergency Homeless and Housing (EHH) grants, and an active member, of the Fox Cities Housing Coalition. The Appleton Housing Authority has received CDBG allocation for its Homebuyer Program and coordinates with the Health

Department to provide services to its senior population. These relationships allow for a high level of interaction resulting in coordination of services between the city and agencies that may be supported by CDBG funding.

### **Actions planned to enhance coordination between public and private housing and social service agencies**

While there does not appear to be a gap in the structure, the City of Appleton continuously works to further enhance coordination of services between nonprofit organizations and public institutions. The Community Resource Navigator position, along with the Coordinated Entry Specialist, are critical positions that help ensure coordination between the City and social service agencies is frequent and effective. The City of Appleton is an actively participating member of the Fox Cities Housing Coalition, a local continuum of services. All member agencies of the Coalition actively seek to enhance coordination and collaboration between services and agencies, and reduce any level of duplication.

### **Discussion:**

## Program Specific Requirements

### AP-90 Program Specific Requirements – 91.220(I)(1,2,4)

#### Introduction:

#### Community Development Block Grant Program (CDBG)

##### Reference 24 CFR 91.220(I)(1)

Projects planned with all CDBG funds expected to be available during the year are identified in the Projects Table. The following identifies program income that is available for use that is included in projects to be carried out.

1. The total amount of program income that will have been received before the start of the next program year and that has not yet been reprogrammed	0
2. The amount of proceeds from section 108 loan guarantees that will be used during the year to address the priority needs and specific objectives identified in the grantee's strategic plan.	0
3. The amount of surplus funds from urban renewal settlements	0
4. The amount of any grant funds returned to the line of credit for which the planned use has not been included in a prior statement or plan	0
5. The amount of income from float-funded activities	0
<b>Total Program Income:</b>	<b>0</b>

#### Other CDBG Requirements

1. The amount of urgent need activities	0
2. The estimated percentage of CDBG funds that will be used for activities that benefit persons of low and moderate income. Overall Benefit - A consecutive period of one, two or three years may be used to determine that a minimum overall benefit of 70% of CDBG funds is used to benefit persons of low and moderate income. Specify the years covered that include this Annual Action Plan.	80.15%

This action plan and estimated percentage of CDBG funds included in this narrative covers the 2026 CDBG program year.

